



# **COMMONWEALTH OF VIRGINIA HOMELAND SECURITY EXERCISE AND EVALUATION PROGRAM**

## **Multi-Year Exercise Plan**

**2004 – 2006**

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## FOREWORD

In response to the 1995 bombing of the Alfred P. Murrah Federal Building in Oklahoma City, OK, Congress directed the U.S. Department of Justice (DOJ) Office of Justice Programs (OJP) to develop and administer a program to enhance the capacity of States and local jurisdictions to prevent or respond to terrorist incidents involving the use of weapons of mass destruction (WMD). These weapons include chemical and biological agents and radiological, nuclear, and explosive devices. The Office for Domestic Preparedness (ODP) was established within OJP in 1998 to develop and administer a national State Homeland Security Strategy. On March 1, 2003, ODP transitioned to the U.S. Department of Homeland Security (USDHS).

The programs administered by ODP support congressional mandates and the implementation of the strategic objectives defined in the *National Strategy for Homeland Security*, which are to: prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that do occur. ODP's mission, as described in the Homeland Security Act of 2002, is to develop and implement a national program to enhance the capacity of State and local governments to prevent and respond to WMD terrorism in the United States. This mission is achieved through a fully integrated program of assistance to State and local emergency responders for specialized equipment, a robust training program, technical assistance, and exercise support.

To provide effective exercise program support and guidance, ODP developed the Homeland Security Exercise and Evaluation Program (HSEEP), which serves as a national model for implementation at the State and local levels. ODP is committed, under the HSEEP doctrine, to the implementation of a threat- and performance-based exercise program that includes a cycle, mix, and range of exercise activities of varying degrees of complexity and interaction. Exercises will assess the performance of homeland security tasks under specified conditions and against objectively verifiable performance standards based on an analytical review, and will be followed by the strategic and operational application of results. ODP developed a set of scenarios and exercise performance measures to assist States and local jurisdictions with the implementation of an exercise program that meets this challenge.

**Homeland security is a concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that do occur. – *National Strategy for Homeland Security***

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# Commonwealth of Virginia

## Multi-Year Exercise Plan

### I. INTRODUCTION

The Commonwealth of Virginia possesses critical infrastructure and key assets of national, social, and economic interest that may be potential terrorist targets. The National Capital Region (NCR), the Pentagon, Norfolk Naval Station, and numerous military and government facilities are located within the Commonwealth. Its geographic location, diverse topography, and widespread population centers do not guarantee that these potential targets will be immune from terrorist attacks. Moreover, it is important to recognize that as our Nation improves its homeland security and targets become more difficult to attack, terrorists could look to targets that are less protected. For this reason, the Commonwealth of Virginia has many challenges in providing response capabilities across the Commonwealth. However, it has a number of resources, capabilities, and authorities that can be used to aid in preventing acts of terrorism, as well as responding to and recovering from them.

At the Commonwealth level, the key authority for terrorism is the Office of Commonwealth Preparedness (OCP), which coordinates all agencies with regard to the Commonwealth's homeland security efforts including prevention, vulnerability reduction, response, and recovery. The mission of OCP is to work with and through others, including Federal, Commonwealth, and local officials as well as the private sector, to develop a seamless, coordinated security and preparedness strategy. The OCP also convenes the Secure Virginia

A concerted national effort ... is based on the principles of shared responsibility and partnership with the Congress, State and local governments, the private sector, and the American people – *The National Strategy for Homeland Security*

Panel (SVP), which was established by Governor Mark Warner in Executive Order #7 on January 31, 2002. The SVP is charged with developing plans for improving preparedness in the Commonwealth. The Commonwealth's homeland security effort is focused on preventing terrorism, reducing vulnerabilities, and organizing for response and recovery in the event of incidents. The SVP meets monthly and is divided into nine sub-panels covering all activities in the Commonwealth (i.e., agribusiness, citizens and community, first responders, government operations and funding, health and medical, industry and commerce, technology, transportation, and utilities). The panel makes real-time recommendations to the Governor to improve the Commonwealth's security and preparedness and assists with legislation and implementation of approved recommendations.

The Commonwealth Preparedness Working Group (CPWG) is an operations team of Commonwealth agencies that meets regularly to coordinate and assess the Commonwealth's preparedness and readiness. The CPWG, under the direction of the OCP and the Secretary of Public Safety, is the primary vehicle for development of this Multi-Year Exercise Plan. The CPWG serves as the interagency Commonwealth-level coordination mechanism for Virginia's applications for preparedness-related grants that flow to and through the Commonwealth. CPWG

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representatives are from the office of the Secretary of Public Safety, OCP, Virginia State Police, Department of Emergency Management, Department of Agriculture and Consumer Services, Department of Military Affairs, Department of Fire Programs, Department of Transportation, Commerce and Trade, and the Capitol Police. The CPWG also serves as staff support to the SVP.

This Multi-Year Exercise Plan will serve as an important resource for terrorism planning and response authorities throughout the Commonwealth of Virginia. It provides a multi-year strategy with exercise goals, a Commonwealth-wide methodology, a summary of the exercises available, and guidelines that provide a framework for developing each desired exercise. This plan also includes an exercise execution work plan and timeline that will preliminarily schedule the Commonwealth of Virginia's Homeland Security Exercise and Evaluation Program (HSEEP)-administered exercises for the next three years, based on the Commonwealth's needs and capabilities. This plan will be managed at the Commonwealth level and implemented at the regional level.

The *National Strategy for Homeland Security* characterizes terrorism as any premeditated, unlawful act dangerous to human life or public welfare that is intended to intimidate or coerce civilian populations or governments. This description covers kidnappings; hijackings; shootings; conventional bombings; attacks involving chemical, biological, radiological, or nuclear weapons; cyber attacks; and any number of other forms of malicious violence. Terrorists can be U.S. citizens or foreigners, acting in concert with others, on their own, or on behalf of a hostile state.

## **II. CURRENT COMMONWEALTH OF VIRGINIA HOMELAND SECURITY EFFORTS**

The Commonwealth of Virginia believes that its prevention and preparedness efforts reflect the following five key attributes:

1. A Commonwealth-wide approach that employs regional and local initiatives that integrate fully with national and Commonwealth efforts, in both the public and private sectors and with citizens.
2. An approach that manages risk by placing the terrorist threat within the context of all hazards facing Virginia and develops capabilities to mitigate consequences, regardless of the nature of the crisis.
3. A strategy that addresses known gaps and shortfalls, and identifies and reacts rapidly to emerging trends and needs.
4. A strategy based on measurable results that can provide both quantitative and qualitative evidence of performance and that moves toward an agreed-upon level of readiness, including nationally recognized standards as much as possible.

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5. An approach that preserves individual rights and the core values of democracy, including ensuring continuity of operations and continuity of government under all scenarios.

The Commonwealth of Virginia, under the U.S. Department of Homeland Security, Office for Domestic Preparedness (USDHS/ODP) Equipment Grant Program and other related Federal- and Commonwealth-funded preparedness activities, will pursue initiatives and actions that, as a whole, contribute to a stronger and more secure Virginia.

The focus of the Commonwealth of Virginia for the State Homeland Security Strategy (SHSS) is to ensure a robust and efficient capability for responding to all types of natural and manmade disasters and emergencies, including terrorism. Virginia's overall approach is to build upon existing capabilities and systems. The Commonwealth will accomplish its intent by enhancing Commonwealth, local, and, where essential, private-sector equipment, planning, training, and exercises. Virginia will augment the ability to prevent and prepare for incidents locally through the use of regional teams, mutual aid, and Commonwealth resources. Key to these efforts is improving coordination among all levels of government, the private sector, and citizens so that local incident managers receive timely and effective support for prevention, preparedness, and response and recovery actions.

In the last several years, the Commonwealth of Virginia has improved its homeland security capability significantly through:

- Establishment of the CPWG as the primary vehicle for homeland security activities among Commonwealth agencies.
- Significant improvements in coordination and communication among stakeholder groups, as well as improvement in accountability.
- The development of a nationally recognized model for regional interstate coordination in the NCR.
- The purchase of a significant amount of equipment, providing local governments with the equipment they believe they need to enhance their abilities to respond to and recover from a terrorist incident.
- The purchase of equipment to augment Commonwealth agency response and recovery capabilities in support of local governments.
- Creation of the SVP, intended to provide recommendations to the Governor on ways to better prepare against disasters and emergencies.
- Creation of the OCP, a cabinet-level function reporting to the Governor to coordinate Virginia's preparedness efforts throughout the Commonwealth government.
- Participation in several national-level and interstate exercises.



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- Participation on several national-level boards and commissions providing leadership in terrorism preparedness.
  - Implementation of the Virginia Military Advisory Council to improve civil military coordination in Virginia, including for homeland security issues.
  - Development of several Virginia-specific courses to improve the capabilities of the Commonwealth's first responders. These courses reflect Virginia law, levels of training, and concept of operations, and are consistent with Virginia's Terrorism Consequence Management Plan.
  - Development of Citizen Corps programs that currently involve more than 80 of Virginia's counties and cities.

These and other activities have allowed Virginia to respond to many terrorist and terrorist-like events in a safe, effective, and efficient manner.

### **III. EXERCISE PLAN GOALS**

Exercise plan goals offer a clarification to all personnel participating in the exercise program of desired levels of capability and accomplishment, while maintaining focus and direction during the Commonwealth-wide effort. The goals are based on current status analysis, identified areas of strength, and areas for improvement. The goals provide a clarification of the Commonwealth of Virginia's approach to strengthening domestic preparedness, as well as an opportunity for measured success throughout the program.

The National Strategy for Homeland Security created a foundation on which to organize domestic preparedness efforts and programs. The three strategic objectives identified to accomplish this goal are, in order of priority: prevent terrorist attacks within the United States; reduce America's vulnerability to terrorism; and minimize the damage and recover from attacks that do occur. Virginia will directly integrate its efforts with the national homeland security community by adopting similar overarching goals for the Commonwealth, and outlining more refined objectives in order to focus on and improve domestic preparedness activities. Additionally, by participating in the national framework approach, Virginia will be able to maximize opportunities to share best practices and lessons learned with communities of interest throughout the United States.

The Commonwealth of Virginia Strategy for Homeland Security and the Commonwealth's Multi-Year Exercise Plan are focused on the following three overarching goals:

- Prevent acts of terrorism within Virginia and the region
- Reduce Virginia's vulnerability to terrorism
- Minimize the damage and recover from attacks that do occur

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To achieve these goals, the Commonwealth of Virginia has established the following objectives:

**Prevent:**

- Institutionalize weapons of mass destruction (WMD) and terrorism preparedness training and exercises within the logical context of the full range of risks facing Virginia.
- Assess the ability to detect and prevent future acts of terrorism.
- Evaluate the Commonwealth's ability to assist local governments with WMD and counterterrorism planning efforts.
- Evaluate the WMD and counterterrorism training provided to local government personnel.
- Evaluate the WMD and counterterrorism training provided to Commonwealth agency personnel.
- Assess the development of WMD and counterterrorism training courses for Virginia.
- Evaluate the effectiveness of public education programs regarding the risk of terrorism and the steps individuals and families can take to protect themselves.

**Reduce Vulnerabilities:**

- Evaluate Commonwealth agency plans to respond to incidents of WMD and terrorism.
- Plan, coordinate, and conduct exercise activities with the appropriate Federal agencies and the Department of Defense.
- Plan and coordinate local drills and exercises, and assess the Emergency Response Team's performance in them.
- Examine the regional decision-making process of all appropriate organizations within the NCR, including Federal, State, and local departments and agencies.
- Examine the effectiveness of communication processes, procedures, and coordination among the emergency operations centers (EOCs) at the Commonwealth and local levels and the NCR, emphasizing the use of the regional coordinator and the local liaison officer operating in the Virginia EOC.
- Coordinate with the Urban Areas Security Initiative (UASI)-granted regions for the incorporation of any planned exercises or related activities into the Commonwealth's overall exercise strategy.
- Examine and assess Commonwealth and local public information capabilities to respond to acts of terrorism and/or disasters during the conduct of exercises.

- Examine and assess Virginia’s cyber-security efforts.
- Evaluate Virginia’s continuity of operations and continuity of government capabilities among all three branches of Commonwealth government.

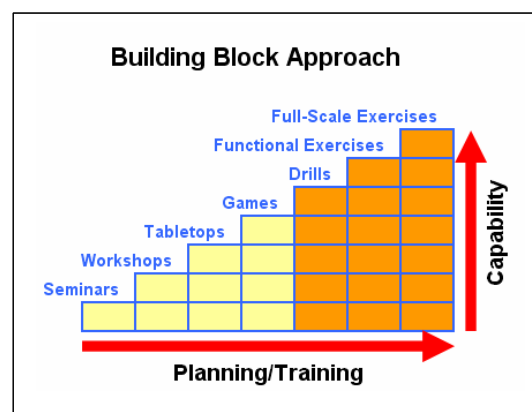
#### **Minimize Damage and Recover:**

- Examine and assess the regional coordination and response capability between Commonwealth and local governments, as executed through the use of the regional coordinators and the local liaison officers.
- Determine the effectiveness of programs to enhance the Commonwealth-level response capability, and assess the use of USDHS/ODP and other relevant funding to improve the prevention, response, and recovery capabilities of local governments.
- Evaluate the effectiveness of Commonwealth-level response and recovery capabilities as a result of equipment purchases.
- Demonstrate a Commonwealth-wide WMD and counterterrorism exercise program for Commonwealth agencies and local governments.
- Examine and assess the effectiveness of Virginia’s Citizen Corps programs, as a core component of the Virginia Corps initiative, to increase community-based preparedness efforts.

## **IV. EXERCISE METHODOLOGY**

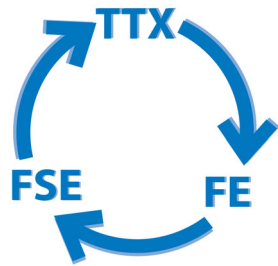
### **Building-Block Approach**

The Commonwealth of Virginia’s jurisdictions possess different levels of preparedness regarding terrorism prevention, response, and recovery capabilities. Because of these differences, the Commonwealth of Virginia Exercise Plan uses a building-block approach in the design of the overall exercise program. This building-block approach ensures successful progression in exercise design, complexity, and execution, and allows for the appropriate training and preparation to take place in the community receiving the exercise. Using this methodology, Virginia can ensure that the exercise scope, scale, and complexity are tailored to each specific region or jurisdiction within the Commonwealth, while maintaining a consistent Commonwealth-wide delivery method.



Upon completion of the upcoming Commonwealth-wide assessment, an exercise baseline will be established for each jurisdiction. Development of the baseline will reflect the current status of

plans, policies, and procedures, as well as of equipment and training. In addition, the exercise baseline will take into account the relevant agencies' and organizations' history and experience working together, both in previous exercises and real-world events. Determining the appropriate exercise baseline is essential to the development of a successful exercise program. Using the building-block approach and the cycle of complexity enhances the likelihood for success. The program allows for a logical progression of regional and jurisdictional preparedness by increasing the size, complexity, and stress factor over time, while allowing for significant learning opportunities that complement, build upon, and directly lead into one another effectively. This model remains flexible enough to allow for the addition or inclusion of other

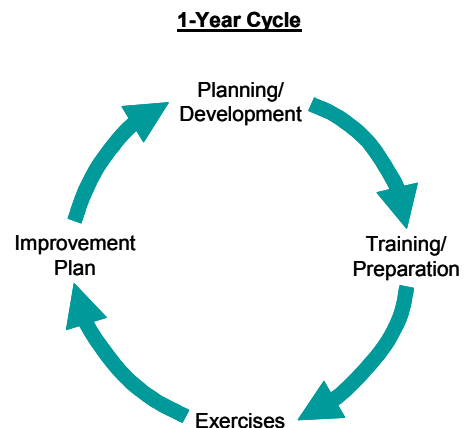


desired exercise types that the Commonwealth or jurisdictions may require. The initiating act(s) of terrorism may vary in the Commonwealth-wide exercise process, and as the timeline moves forward, exercises can be developed to reflect increased levels of complexity to more fully test the elements involved in prevention, response, and recovery. Finally, this exercise model allows for a cyclical approach to statewide exercises, and a sustainable program for achieving higher degrees of overall preparedness for acts of terrorism.

The Commonwealth and its seven regions will use a cyclical approach to exercise development. Exercises cannot and should not exist in a vacuum—they should be integrated into an overall preparedness program. The program follows an annual cycle of:

- Planning/Development
- Training/Preparation
- Exercises
- Improvement Plan

Additionally, the Commonwealth of Virginia will conduct annual counterterrorism exercises that can be coordinated with some or all jurisdictions, and/or in conjunction with other Federal or State agencies. The Commonwealth of Virginia's multi-year approach will focus efforts on specific areas, reflecting the findings from the upcoming threat and vulnerability analysis. Exercises will be designed and scheduled following the building-block approach, with each exercise increasing in scope, scale, and complexity. Because the jurisdictions will differ with respect to threat level and capabilities, each one will have its own starting point in the multi-year cycle. Appendix A summarizes the scope and complexity of each type of exercise. The current schedule of exercises is reflected in the following section (Section V).



## V. EXERCISE TIMELINE

### Commonwealth of Virginia Multi-Year Timeline

JURISDICTION (Commonwealth, regional, local; agency, facility, etc.)	2004 (Year One)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	J	F	M	A	M	J	J	A	S	O	N	D
VDEM/ODP/CPWG		EPW										
Region 1 and 5			DP 04 TTX	DP04 G	DP04 G			DP04 FE				
Region 1 (VSP and Capitol Police)												TTX FE
Region 3 (HazMat)			FE	FE	FE							
Region 7 (City of Alexandria)						Health FE	LEMOC FE		Health TTX			
Region 1 (North Anna)						Health KI FE	VOPEX FSE					
Region 5 – Chesapeake Health Bio			TTX			FE						
Region 5 – Eastern Shore Health Dispensing			FE									
Region 1 – Hanover Health (Hanover and Goochland)		FE Hanover				FE Gooch- land						
Region 1 – Sussex				Health FE		LEMOC						
Regions 1 and 5 (Surry Power Station)					FE							

## Commonwealth of Virginia Multi-Year Timeline

JURISDICTION (Commonwealth, regional, local; agency, facility, etc.)	2005 (Year Two)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	J	F	M	A	M	J	J	A	S	O	N	D
Region 1	TTX			FE								
Region 2		TTX			FE							
Region 3			TTX			FE						
Region 4				TTX					FE			
Region 5					TTX					FE		
Region 5 (Surry)												VOPEX FSE
Region 6						TTX					FE	
Region 7									TTX			FE

## Commonwealth of Virginia Multi-Year Timeline

JURISDICTION (Commonwealth, regional, local; agency, facility, etc.)	2006 (Year Three)											
	Qtr 1			Qtr 2			Qtr 3			Qtr 4		
	J	F	M	A	M	J	J	A	S	O	N	D
Region 1 (North Anna)								VOPEX FSE				
Region 1	TTX				FE							
Region 2		TTX								FE		
Region 3				TTX							FE	
Region 4			TTX						FE			
Region 5	TTX				FE							
Region 6				TTX								FE
Region 7		TTX								FE		

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### **TIMELINE ACRONYMS**

DP04	Determined Promise 2004
EPW	Exercise Planning Workshop
FE	Functional Exercise
FSE	Full-Scale Exercise
G	Game (Simulation)
LEMOC	Local Emergency Management Operations Exercise
TTX	Tabletop Exercise
VOPEX	Virginia Operations Plan Exercise



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## **VI. PROGRAM MAINTENANCE AND EVALUATION**

Carrying out a successful terrorism exercise program requires that all jurisdictions throughout the Commonwealth participate in exercises and support Virginia's overall goals and preparedness mission. Exercise program maintenance depends on finding ways of making the program sustainable. The overall exercise program will be unsuccessful if exercises are conducted independently of each other. They must be integrated into overall preparedness efforts, and evaluation and improvement efforts should be built into planning, training, and exercising efforts to assure sustainability. The Commonwealth of Virginia supports ODP's and the Nation's efforts to augment preparedness by establishing an exercise program that incorporates evaluation and improvement components into planning.

In order to get the maximum benefit out of an exercise, planners and evaluators must look at how participants implemented plans and made decisions in response to the event. This should focus on positive outcomes as well as areas for improvement. The evaluation results should be viewed by the participating agencies and jurisdictions as an opportunity to identify ways to build on strengths and improve capacity. Because planning and conducting an exercise requires a significant commitment of resources, it is important to maximize the benefits gained from the exercise through the evaluation and improvement process.

The goal of exercise evaluation is to validate strengths and identify improvement opportunities for the participating organization(s). This is accomplished by observing the exercise and collecting supporting data; analyzing the data to compare performance against expected outcomes; and determining what changes need to be made to the procedures, plans, staffing, equipment, organizations, and interagency coordination. The focus of the evaluation for tabletop and other discussion-based exercises is on plans, policies, and interagency/interjurisdictional relationships, whereas the focus for operations-based exercises is on assessing performance in preventing or responding to a simulated attack.

### **Evaluation Components**

After-action reports (AARs) and improvement plans (IPs) provide valuable input into strategy development and program planning at the Federal and State levels, as well as lessons learned that should be shared with other jurisdictions across the country to raise the preparedness of the Nation. Therefore, ODP and the Commonwealth of Virginia will require that copies of the AAR/IP for all exercises implemented with grant funds and/or ODP contractor support be forwarded to the OCP and to ODP.

**1.0 After-Action Reports:** An AAR provides a description of what happened during the exercise, issues that need to be addressed, and recommendations for improvements. There are different methods for compiling information for the AAR, but all should contain certain key elements, including:

**1.1 Date, time, and place of exercise.**

**1.2 Type of exercise** – e.g., tabletop, functional, or full-scale.

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- 1.3 Focus of the exercise** – Is it oriented toward prevention, response, or recovery from a terrorism event? What initiating event is being highlighted?
- 1.4 Participants** – Who the participants were, how many were there, what agencies were involved, and what types of responders or officials were involved in the play.
- 1.5 Objectives** – Exercises should be based on objectives that exercise participants need to accomplish in order to improve preparedness, as opposed to scenarios they want to play out. For example, if a community feels that evaluating the notification systems between hospitals and emergency medical services is important, then emphasizing this response element should be incorporated into the scenario.
- 1.6 Discussions or observations with corresponding recommendations** – Discussions are summarized by evaluators for a discussion-based exercise. Observations are captured by evaluators for operations-based exercises. These discussions or observations should be broken down by function (e.g., law enforcement, incident command, medical response, etc.) in the AAR, as well as by each issue discussed or observed (e.g., gross decontamination, agent identification, surveillance procedures). There should be corresponding recommendations included that help discern lessons learned from the exercise.
- 1.7 Lessons learned** – “Lessons learned” pertains to knowledge gained from an innovation or experience that provides valuable information—positive or negative—that helps to guide an approach to a similar problem in the future. Lessons learned are not simply summaries of what went right or wrong—rather, they should provide insight into the situation to describe a change that was made to address a particular issue. More broadly, these lessons should be suitable to share with other jurisdictions across the Commonwealth and the country in an effort to enhance preparedness. Although every finding and recommendation that comes out of the analysis process may result in lessons learned for the participating jurisdictions, it is those that may have applicability to other jurisdictions that should be highlighted as lessons learned in the AAR. The Training section of the Virginia Department of Emergency Management is developing a web site on which AARs from all types of exercises will be displayed. This is to provide information to planners in other regions of the Commonwealth for the planning of future exercises and for identifying items that need improvement.
- 1.8 Principal findings or significant observations** – Principal findings are the most important issues discerned from a discussion-based exercise. Significant observations are the most important observations recognized by one or more evaluators during an operations-based exercise. These generally apply to all functional disciplines, or are areas within a function that are found to be extremely important for elevating preparedness in a community, region, or the Commonwealth overall. They are often directly connected to the objectives of the exercise.

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**2.0 Improvement plans:** As mentioned above, the AAR will provide a picture of the response involving the exercise participants and community leaders so that everyone can understand what was expected to happen, what actually happened, why it happened, and what could have been done differently to improve performance. Generally, the initial IP will be included in the final AAR.

The IP is the means by which the lessons learned from the exercise are turned into concrete, measurable steps that result in improved response capabilities. It will be developed by the local jurisdiction. When complete, it specifically details what actions will be taken to address each recommendation presented in the draft AAR, who or what agency (or agencies) will be responsible for taking the action, and the timeline for completion.

The IP should be realistic and should establish priorities for the use of limited resources. Every effort should be made to address the recommendations related to performance of critical tasks. Other recommendations should be addressed as appropriate. When the availability of resources cannot be immediate, short-term and long-term solutions should be discussed. For example: a recommendation may identify the need for improved communications, necessitating new equipment. If the State or jurisdiction does not consider this to be a high priority for funding, the emergency management agency would need to request the funds to purchase new equipment and implement interim measures for the short term, such as providing cell phones to essential personnel. The IPs should include these guidelines, and in this way serve as the basis for future State assessments.

**NOTE:** More detailed templates and tools for capturing exercise evaluation information are available in the Homeland Security Exercise and Evaluation Program (HSEEP) *Volume II: Exercise Evaluation and Improvement*.

## **Sharing Lessons Learned**

There are several goals and benefits of sharing the AAR/IP:

- The AAR/IP should be shared with officials from the agencies that participated in the exercise. For local jurisdictions, the IP will provide a workable and systematic process to initiate and document improvements to plans, policies, and procedures and to identify and secure needed training, equipment, and other resources. It is developed by local officials to address local needs.
- For the OCP, the AAR/IPs provide a method for collecting information about corrective actions from State agencies and local governments so that the needs identified can be integrated into a statewide strategy and resource allocation plans.
- For ODP, the AAR/IPs provide needed information for planning programs, directing resources, and assessing levels of preparedness. This information will also enable ODP to provide USDHS and Congress with accurate information on HSEEP performance as executed by Federal, State, and local agencies. It is also a basis for integrating HSEEP initiatives with other programs in USDHS/ODP and other departments. The AAR/IPs also provide information that can inform the development and refinement of performance

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standards and recommended practices, and enhance Federally sponsored training programs.

USDHS/ODP will provide information on best practices and lessons learned to the Memorial Institute for the Prevention of Terrorism (MIPT), which is charged with maintaining a national repository for this information. MIPT will make this information available to first responders and emergency planners nationwide via Ready-Net, a secure, web-based information network. Access to Ready-Net is restricted to approved users within the response community through the USDHS/ODP secure portal. The MIPT Ready-Net is funded by USDHS/ODP and is accessible via the web.

**3.0 Exercise Plan Review:** USDHS/ODP will meet with the OCP exercise planners annually and review the Multi-Year Exercise Plan. The primary purpose of this review is to ensure that the goals and objectives of the plan are meeting the current needs of the State and its jurisdictions. Any required changes to the plan (this document) will be made at that time.

Beyond an annual review, the State and/or its jurisdictions will conduct periodic reviews of the exercise schedule. Numerous factors can impact a projected exercise schedule, and changes to the schedule are expected. In order to minimize reporting requirements for the State, updates to the exercise schedule will coincide with the *Program Progress Reports* for the USDHS/ODP Grant Program. Specifically, updates to the exercise schedule will be due biannually: within 30 days after June 30 and December 31.

## **VII. SUMMARY**

The Commonwealth of Virginia is moving forward with considerable effort to better protect and prepare its citizens against the threat of terrorism. The development of the Commonwealth of Virginia's Multi-Year Exercise Plan enables Virginia to serve as a nationwide model for domestic preparedness by providing comprehensive preparedness initiatives throughout the Commonwealth. The Multi-Year Exercise Plan was developed in accordance with the standards and guidance set forth by USDHS/ODP and will serve the Commonwealth of Virginia in all USDHS/ODP-sponsored exercises for the next three years.

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## **APPENDIX A EXERCISE TYPES<sup>1</sup>**

Following are descriptions of the various exercise types provided in HSEEP Volume I: Overview and Doctrine.

### **Seminars**

Seminars are generally employed to orient participants to, or provide an overview of, authorities, strategies, plans, policies, procedures, protocols, response resources, or concepts and ideas. Seminars provide a good starting point for jurisdictions that are developing or making major changes to their plans and procedures. They offer the following attributes:

- Low-stress environment employing a number of instruction techniques, such as lectures, multimedia presentations, panel discussions, case study discussions, expert testimony, and decision support tools.
- Informal discussions led by a seminar leader.
- Atmosphere that is not constrained by real-time portrayal of events.
- Effectiveness with both small and large groups.

### **Workshops**

Workshops usually focus on development of a product by the attendees. Organization of attendees into functional groups, aided by facilitators and the use of breakout sessions, are common. Final results are often presented and approved in a plenary session. In conjunction with exercise development, workshops are most useful in planning specific aspects of exercise design, such as:

- Determining program or exercise objectives
- Developing exercise scenario and key events listings
- Determining evaluation elements and standards of performance

### **Drills**

A drill is a coordinated, supervised activity usually employed to test a single specific operation or function in a single agency. Drills are commonly used to provide training in the use of new equipment, to develop or test new policies or procedures, or to practice and maintain current skills. Typical attributes include:

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<sup>1</sup> *Homeland Security Exercise and Evaluation Program, Volume 1: Overview and Doctrine*, U.S. Department of Homeland Security, Office for Domestic Preparedness, January 2003.

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- A narrow focus, measured against established standards
  - Instant feedback
  - Realistic environment
  - Performance in isolation
  - Performance as a subset of full-scale exercises (FSEs)

## **Games**

A game is a simulation of operations that often involves two or more teams, usually in a competitive environment, using rules, data, and procedures designed to depict an actual or assumed real-life situation. It does not involve the use of actual resources, but the sequence of events affects, and is in turn affected by, the decisions made by the players.

Players are commonly presented with scenarios and asked to perform a task associated with the scenario episode. Each episode then moves to the next level of detail or complexity, taking into account the players' earlier decisions. The decisions made by game participants determine the flow of the game. The goal is to explore decision-making processes and the consequences of decisions. In a game, the same situation can be examined from different perspectives by changing variables and parameters that guide player actions. Large-scale games are multijurisdictional and can include active participation from local to national levels of government. Games stress the importance of the planners' and players' understanding and comprehension of interrelated processes.

With the evolving complexity and sophistication of current simulations, there are increased opportunities to provide enhanced realism for game participants. The use of computer-generated scenarios and simulations can provide a more realistic and time-sensitive method of introducing situations for analysis. Planner decisions can be input and models run to show the effect of decisions made during a game. Games are excellent vehicles for the following:

- Gaining policy or process consensus
- Conducting "what-if" analyses of existing plans
- Developing new plans

## **Tabletop Exercises**

Tabletop exercises (TTXs) involve senior staff, elected or appointed officials, or other key staff in an informal setting to discuss simulated situations. This type of exercise is intended to stimulate discussion of various issues regarding a hypothetical situation. It can be used to assess plans, policies, and procedures, or to assess the types of systems needed to guide the prevention of, response to, and recovery from the defined event. TTXs are typically aimed at facilitating the understanding of concepts, identifying strengths and shortfalls, and/or achieving a change in attitude. Participants are encouraged to discuss issues in depth and develop decisions through slow-paced problemsolving, rather than rapid, spontaneous decisionmaking that occurs under actual or simulated emergency conditions. In contrast to the scale and cost of exercises and games, TTXs can be a cost-effective tool when used in conjunction with more complex

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exercises. The TTX's effectiveness is derived from the energetic involvement of participants and their assessment of recommended revisions to current policies, procedures, and plans.

There are two categories of TTXs: basic and advanced. In a basic TTX, the scene set by the scenario materials remains constant. The scene describes an event or emergency incident, and brings participants up to the simulated present time. Players apply their knowledge and skills to a list of problems presented by the leader/moderator. Problems are discussed as a group, and resolution is generally agreed upon, and then summarized by the leader. In an advanced TTX, play revolves around delivery of prescript messages to players that alter the original scenario. The exercise controller (moderator) usually introduces problems one at a time, in the form of a written message, simulated telephone call, videotape, or other means. Participants discuss the issues raised by the problem, using appropriate plans and procedures. Activities in a TTX may include:

- Practicing group problem solving
- Familiarizing senior officials
- Conducting a specific case study
- Examining personnel contingencies
- Testing group message interpretation
- Participating in information sharing
- Assessing interagency coordination
- Achieving limited or specific objectives

### **Functional Exercises**

The functional exercise (FE) is designed to test and evaluate individual capabilities, multiple functions or activities within a function, or interdependent groups of functions. It is generally focused on exercising the plans, policies, procedures, and staffs of the direction and control nodes of Incident Command and Unified Command. Events are usually projected through an exercise scenario, with event updates that drive activity at the management level. The movement of equipment and personnel is simulated.

The objective of the FE is to execute specific plans and procedures and apply established policies, plans, and procedures under crisis conditions, within a particular function or by a specific team. The FE simulates the reality of operations in a functional area by presenting complex and realistic problems that require rapid and effective responses by trained personnel in a highly stressful environment. Activities in an FE include:

- Evaluating functions
- Evaluating emergency operations centers (EOCs), headquarters, and staff
- Reinforcing established policies and procedures
- Measuring the adequacy of resources
- Examining interjurisdictional relationships

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## **Full-Scale Exercises**

In an FSE, response elements are required to mobilize and deploy to a designated site or locate in response to a simulated attack, generally for an extended period. Actual mobilization and movement of personnel and resources are required to demonstrate coordination and response capability. EOCs and field command posts are activated. The FSE is the largest, costliest, and most complex exercise type and may involve participation at the State, local, regional, and Federal levels. Although prescribed events may be used, the exercise is primarily driven by player actions and decisions.

The FSE is used to evaluate the operational capabilities of systems, functional interfacing, and interaction during an extended period. It involves testing a major portion of operations plans and overall organization under field conditions. Activities in an FSE may include:

- Assessing organizational or individual performance.
- Demonstrating interagency cooperation.
- Allocating resources and personnel.
- Assessing equipment capabilities.
- Activating personnel and equipment locations.
- Assessing interjurisdictional cooperation.
- Exercising public information systems.
- Testing communications systems and procedures.
- Analyzing memoranda of understanding, standard operating procedures, plans, policies, and procedures.



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## **APPENDIX B**

### **ACRONYMS AND ABBREVIATIONS**

AAR	After-Action Report
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosive
COBRA	Chemical, Ordnance, Biological, Radiological
CPWG	Commonwealth Preparedness Working Group
DOJ	U.S. Department of Justice
DP04	Determined Promise 2004
EOC	Emergency Operations Command
EPW	Exercise Planning Workshop
FBI	Federal Bureau of Investigation
FE	Functional Exercise
FSE	Full-Scale Exercise
G	Games (Simulation)
HSEEP	Homeland Security Exercise and Evaluation Program
IP	Improvement Plan
LEMOG	Local Emergency Management Operations Course
MIPT	Memorial Institute for the Prevention of Terrorism
MOU	Memorandum of Understanding
NCR	National Capital Region
NRC	Nuclear Regulatory Commission
OCP	Office of Commonwealth Preparedness
ODP	Office for Domestic Preparedness
OJP	Office of Justice Programs
SHSS	State Homeland Security Strategy
SOP	Standard Operating Procedure
SVP	Secure Virginia Panel
TTX	Tabletop Exercise
USDHS	U.S. Department of Homeland Security
VOPEX	Virginia Operations Plan Exercise

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WMD	Weapons of Mass Destruction
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X	Unknown Exercise Type
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